R E P O R T R E S U M E S

ED 013 404 AC 001 438

THE CANADA NEWSTART PROGRAM.

CANADIAN DEPT. OF CITIZENSHIP AND IMMIGRATION

PUB DATE SEP 67

EDRS PRICE MF-$0.25 HC-$0.80 20P.

DESCRIPTORS- *DISADVANTAGED GROUPS, *EMPLOYMENT PROGRAMS, *PILOT PROJECTS, *PROGRAM DEVELOPMENT, *NATIONAL PROGRAMS, MANPOWER DEVELOPMENT, RESEARCH METHODOLOGY, AREA STUDIES, MOTIVATION, WORK ATTITUDES, EMPLOYMENT OPPORTUNITIES, ADULT BASIC EDUCATION, ADULT VOCATIONAL EDUCATION, BUSINESS EDUCATION, ON THE JOB TRAINING, TRAINING ALLOWANCES, PROGRAM COSTS, ADMINISTRATIVE ORGANIZATION, ECONOMIC RESEARCH, ACTION RESEARCH, EDUCATIONAL RESEARCH, ADULT FARMER EDUCATION, CANADA, CANADA NEWSTART PROGRAM,

THE CANADA NEWSTART PROGRAM AIMS TO DEVELOP, THROUGH ACTION RESEARCH, PROGRAMS APPLICABLE THROUGHOUT THE NATION, FOR MOTIVATING AND TRAINING UNEMPLOYED AND UNDEREMPLOYED ADULTS. PILOT PROJECTS WILL BE CONDUCTED BY CORPORATIONS WHICH ARE TO BE CHARTERED BY THE PROVINCES AND FUNDED BY THE FEDERAL GOVERNMENT. THE AREAS SELECTED FOR STUDY WILL BE AMONG THOSE DESIGNATED BY THE AREA DEVELOPMENT ACT AS PROVIDING A POTENTIAL FOR INTENSIVE STUDY OF PROBLEMS OF INDUSTRIAL GROWTH OR DECLINE OR MIXES OF FARM AND NON-FARM POPULATIONS. THE STUDY WILL INCLUDE--JOB OPPORTUNITIES, METHODS OF RECRUITMENT AND COUNSELING, NEW CURRICULUMS, METHODS, AND MATERIALS, AND WAYS OF DEVELOPING BEHAVIOR PATTERNS FOR EMPLOYMENT. PROGRAMS WILL INCLUDE PREVOCATIONAL, VOCATIONAL, AND BUSINESS EDUCATION, AND ON THE JOB TRAINING. SOME EXPERIMENTATION WITH TRAINING ALLOWANCES WILL BE MADE. ADMINISTRATIVE PLANNING AND SUPPORT WILL BE PROVIDED BY THE TECHNICAL SUPPORT CENTRE. REPORTS AT THE CONCLUSION OF THE PROJECT SHOULD INCLUDE THE HISTORY OF THE PROJECT, MODELS FOR DEALING WITH IDENTIFIED PROBLEMS, EXPERIMENTAL ANALYSIS, A DATA BANK, AND COST/BENEFIT ANALYSES. (PT)

ED013404

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by

Pilot Projects Branch

Program Development Service

Department of Manpower and Immigration

Ottawa, Canada.

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THE CANADA NEWSTART PROGRAM

I. A CANADIAN PROBLEM

The vocational and economic underachievement of many residents in areas of slow economic growth is caused in part by their failure to adapt to the conditions of modern industrial society. They are by-passed in the industrialization of an area because they lack the skills, attitudes and orientation required for adequate participation in its changing economy. Usually they do not have access to training programs which are adapted to their particular needs.

One of the results of recent social and technological developments in Canada has been the increased importance assigned to education and training in the employment of workers. Educational requirements for specific occupations vary widely, and certain jobs have specific requirements for advanced education. The specified educational requirements may not always be necessary for adequate job performance, but the significant fact is that educational attainment is so often an important consideration in recruitment, employment, and advancement. Thus, in addition to the value education and training have for the social and psychological development of the individual, it has considerable importance for his occupational career.

Many people have been educated in small, understaffed schools. For these and other reasons their level of education is low. Many are isolated from industrial communities and are not aware of the need for special education and training to compete successfully in the labour market. For example, many rural young people do not hold part-time or summer industrial jobs, and do not know the requirements of different occupations or how to secure a job. In both rural and small urban areas many people have suffered from a lack of positive direction from parents, from an absence of success among relatives and friends, and unsatisfactory adaptation to school and work values and patterns. All of these factors constitute barriers to skill development and employability.

Low incomes are common among poorly educated people. Job opportunities for such people are limited to certain types of work, and if they are in low-income occupations they find self-improvement difficult. The probability of successful out-migration is small except when there is unusual demand for workers at tasks that do not require much education. Only during period of great economic activity, such as the war years of the 1940's, is there active recruitment of poorly educated rural people for jobs outside agriculture or fishing, and even during such periods they often fill only the more menial jobs.

The principal characteristics of the disadvantaged people are:

1. They are often unemployed or underemployed.

2. They may lack a knowledge of an appreciation for values, associated with other levels of society.

3. Their families are usually in need of assistance in adapting themselves to changes in the employment level and/or location of employment.

4. They frequently live on farms which are unproductive or under-productive.

5. They have usually completed less than eight grades of schooling.

6. They may possess few, if any, marketable skills.

7. They usually perform very poorly on standardized placement tests.

8. They are mainly persons from rural areas and small towns.

9. They are generally deprived economically, educationally, vocationally, socially, and culturally.

A large proportion of such people are poverty stricken, have minimum education and are unskilled laborers. Large families are the rule, and many of these have been on public assistance for a long time. Therefore, it is felt that a training program designed to raise the "sights" of a segment of this population, and to give them training in educational fundamentals, social orientation, and vocational skills can do much to improve the economic and social status of the families involved.

The range of their needs varies and may include:

1. Motivation to enrol and persist in training.

2. Guidance concerning the appropriate type of training and subsequent employment.

3. Counselling in vocationally relevant personal, social, study and work attitudes and skills.

4. Basic training as a foundation for skill development.

5. Training courses which are relevant to work opportunities.

6. Combination work and training.

The content and degree of sophistication of standard education and training programs tend to be unsuitable for low income and underprivileged groups, because they are based upon the values and behaviour patterns of a different level of society.

Problems of orienting, motivating, and qualifying members of such groups require new methods. Some useful techniques have been developed, but there is a great need to develop new knowledge, to experiment with techniques, and to demonstrate the effectiveness of methods to meet, prepare and adapt adults to employment in an industrialized society, and to function as useful citizens and wage earners.

Finally, for economic and humanitarian reasons, it is important to develop methods that can be utilized wherever low income and disadvantaged people are found.

II INTRODUCTION TO THE CANADA NEWSTART PROGRAM

A OBJECTIVE

The objective of the Canada NewStart Program is to develop, through research and experimentation, methods and programs which can be implemented on a widespread basis to prepare unemployed and underemployed adults for stable and rewarding employment. This is based on the hypothesis that those who are not now being assimulated properly into the economy can be when new efforts are made to identify, select, motivate, counsel, train and place these individuals. While the program will incidentally train a number of people, its basic objective is the development of techniques which are applicable throughout the country.

This program will be conducted by pilot training projects called NewStart corporations. They will involve various individuals, agencies and other resources in all phases of the experimental program, through recruitment, selection, counselling and assessment, referral to training, occupational orientation, educational fundamentals, social orientation, occupational training, placement and follow-up.

A pilot training project is an operating experimental and demonstration activity which is undertaken to:

1. Develop sufficient acquaintance with a problem area to permit the formulation of hypotheses for testing by experimentation.

2. Pioneer program innovations.

3. Display and demonstrate the feasibility and desirability of new ideas, techniques and programs which may not yet be in general use, with the intent of stimulating and assisting in the widespread adoption of those that are considered successful.

4. Develop new knowledge or use existing knowledge in new applications to activities which are or may be organized to meet problems of motivating and training disadvantaged adults for stable and rewarding employment.

Pilot training projects are concerned with the study, in an operational context, of ways and means of alleviating manpower problems through systematic experimentation with new or adapted techniques and institutional arrangements. This kind of action research may utilize one or more of a number of approaches, such as experimental design, surveys, and cost benefit analysis to provide definitive information regarding the efficacy of program applications.

B TERMS OF REFERENCE

The Federal-Provincial Conference of July, 1965, gave general approval for the Federal Government to initiate, in co-operation with the provinces, a limited number of action-research projects designed to study the total training needs of an area in a concerted and comprehensive way. These projects will include the development of appropriate and economic methods to:

1. Assess the training needs of people in the area.

2. Determine the training required to develop occupational competence for new job opportunities.

3. Develop prevocational training in mathematics, science and communications skills.

4. Prepare occupational training and retraining materials.

5. Develop methods of vocational counselling and orientation.

6. Develop methods of motivating people to enrol for and persist in training.

7. Promote expanded training programs in industry.

The objective of each project will be to develop the most appropriate methods to meet the needs of the particular area, through an action-research approach in which the techniques and programs will be treated as hypotheses to be tested.

C ORGANIZATION AND FINANCING OF NEWSTART CORPORATIONS

An experimental program of this nature requires that each NewStart corporation have considerable administrative authority and autonomy to ensure that:

1. Operating decisions may be made and implemented quickly.

2. Staffing problems may be handled promptly.

3. Freedom be available to hire and evaluate staff with the required qualifications and orientations.

4. Flexibility be exercised, with freedom from rigid commitment to established methods and procedures of counselling, training etc.

The organizational structure which can provide these operating conditions and also provide for financial accountability to the federal and provincial governments is that of a company or society formed in a province under provincial legislation. The federal and provincial governments will hold equal shares in it. The board of directors of the corporation will consist of five members including the full-time executive director, and will be appointed after consultation and agreement between the federal and provincial ministers concerned. It will be responsible for the operation of the corporation. The executive director will be the chief executive officer. The records of the corporation will be subject to audit by the government of Canada. The federal government will finance up to 100% of the corporation's operation, and its assets will be turned over to the government of Canada at the termination of the project.

Each province which desires to participate will recommend the area for one NewStart program and will note the particular problems of that part of the province.

The provincial minister concerned and the Minister of Manpower and Immigration will enter into formal agreement to incorporate the project, following joint agreement to the proposal. The agreement will stipulate the terms of reference for the NewStart Corporation, the personnel of the initial board of directors, including the executive director, responsibility for the costs of incorporation, the distribution of shares, and the conditions governing the winding up of the company.

On the basis of the agreement, an application will be made to the provincial authorities for a company charter under provincial legislation.

After the granting of a provincial charter to the NewStart corporation, and appointment of the board of directors, the federal government will make an advance payment of up to $100,000 under a contract with the corporation to enable it to prepare a plan of operations for the consideration of the federal and provincial ministers. The plan will indicate the population of the area to be served, the nature of the training problems to be studied, the experimental methods proposed, and any special features with respect to liaison with provincial and federal government departments and agencies. The plan will include a budget and staff establishment.

Upon agreement between the ministers and the corporation on the plan, the Minister of Manpower and Immigration will enter into a contract with the corporation to provide the required financing. Subsequently, annual plans and budgets will be submitted to the provincial and federal governments. Each NewStart corporation will plan, organize, conduct and evaluate methods and programs required to meet the objectives in an area. They will co-operate with and utilize existing personnel and institutional resources.

The Pilot Projects Branch has established a Technical Support Centre to assist in the development of research design and experimental methods and materials, and to provide training for the preparation of the staffs of the corporations.

The preparation and testing of new training and development methods in new settings will require close and continuing collaboration between the individual NewStart corporations and the Technical Support Centre. This relationship must be free from administrative constraints, traditional methodologies and professional vested interests to ensure the interchange of critical ideas and findings, and the constant evaluation of the program.

A NewStart corporation will address the training needs of the labor force in an area. This may require that training be conducted in a number of locations within the area. The corporation will be responsible for organizing and carrying out all aspects of the program including recruiting, counselling, training etc. The staff for each corporation should be recruited to the extent possible from the area as this is a significant dimension of the experimental project to test the feasibility of this strategy.

A core staff will be employed by each corporation to plan, promote, organize, supervise and evaluate the program in the area. This core staff may include specialists in: recruiting, basic education, vocational training, counselling, training on-the-job, research and administration. The existence of such qualified staffs will make possible the necessary degree of autonomy and the ability to develop the program.

D SELECTION OF AREAS FOR NEWSTART PROJECTS

The locations for the NewStart projects are selected on the basis of discussion between federal and provincial authorities and must be in an area designated under the Area Development Act. The areas selected will reflect a variety of situations including industrial growth or decline, sizeable native populations, various "mixes" of farm and non-farm populations etc.

These projects are being established to develop the best methods of meeting the motivational and training needs of disadvantaged, unemployed and underemployed adults. Priority must therefore be given to those areas which have a maximum potential for intensive study of these problems. The proposals by the provinces for Pilot Projects provide opportunities to investigate problems and develop appropriate programs for areas in which the above problems exist. The NewStart corporation will not replace existing operational programs for training unemployed or underemployed groups in the area.

The areas are of size which will provide scope for a full range of research and development activities, but not so large as to be unmanageable in terms of the development of experimental programs. A total population from 10,000 to 25,000 appears to be practical for this purpose.

III OPERATION OF A NEWSTART CORPORATION

A OBJECTS OF A CORPORATION

The objects of a NewStart corporation are:

1. To develop new methods of qualifying persons who are disadvantaged, and particularly those who are handicapped educationally for rewarding and stable employment;

2. To carry out studies of the employment and other prospects for persons with various levels and types of skills, and to test solutions to employment problems including the recruitment of trainees, their motivation, counselling, training, placement, welfare and related matters;

3. To carry on the activities of a research centre, train, pay and provide such other services and benefits as are deemed necessary, to or on behalf of trainees;

4. To maintain liaison with schools and training establishments and with local, provincial and federal governments and agencies;

5. To develop methods of evaluating the procedures and methods used, prepare reports and publish and disseminate information relating to research and related programs;

6. To enter into any arrangements with any authorities, public, academic, private or otherwise that may seem conductive to a corporation's objects or any of them, and to obtain from any such authority any rights, privileges and concessions which the corporation may think it desirable to obtain, and to exercise and comply with any such arrangements, rights, privileges and concessions.

Many of these functions can be carried out by local people who will be recruited and trained for these purposes. Local agencies and other institutions which provide services relevant to preparing residents for employment will be approached to adapt or increase these services wherever appropriate to those enrolled in the programs of the project. In this way, the project will help to strengthen the existing institutional resources of a community and test the ways in which they can be most effectively used.

The following description of program components may suggest a general sequence of operation, although in actual practice elements of various phases may operate simultaneously and are often mutually supportive. This will be particularly true of counselling and assessment for instance, which will be important components of most phases.

B THE IDENTIFICATION OF TRAINING OBJECTIVES

Training and related activities have as their objectives the preparation for and the securing of stable and rewarding employment for the disadvantaged adults in the area. It is important that they be developed in relation to employment opportunities. This may be accomplished by:

1. Determining the employment opportunities available to area residents including opportunities which can only be taken advantage of through emigration from the area.

2. Determining the qualifications necessary for employment in these job opportunities.

3. Determining the types of training required to qualify residents for the employment opportunities available to them.

Residents of rural areas are often at a disadvantage in seeking employment outside of farming or fishing because of remoteness from large urban centres, inadequate general and/or vocational education, lack of specific knowledge of employment possibilities, and unfamiliarity with urban and industrial ways; and it is necessary to adapt training programs to take characteristics such as the following into account:

1. Age and sex groupings.

2. Numbers of those:
   a) with marketable skills but unemployed or underemployed.
   b) lacking marketable skills.

3. Education and training levels.

4. Ability levels.

5. Levels of understanding of urban and industrial life patterns.

6. Social and health problems.

C RECRUITING TRAINEES

The potential trainees of the pilot project will include many who dropped out of school and who would not initially be expected to volunteer for training. Many of these people may be convinced that they are not wanted and cannot benefit in practical ways from further training. Among the factors which make it difficult to draw these individuals into training programs are the "middle class" image of education and training, a lack of self-confidence, and feelings of frustration with the usual methods of registering and handling people who seek assistance. In addition, mass communications media are not really effective in reaching and influencing these people. The NewStart corporation must develop methods of overcoming these obstacles, and will experiment with methods of identifying and using community resources to this end.

D COUNSELLING

Counselling services will be a major consideration in the program. It will be necessary to motivate trainees not only to enrol, but also to persist in training. This will require the NewStart corporation to assess the interests, attitudes and abilities of trainees. Programs will be needed to help trainees develop and accept new goals, values and interests, and to adjust to becoming and remaining employed at a satisfactory level.

The level of training capability and motivation will vary between individuals, and it is particularly important to prepare programs to meet the needs of those who will experience considerable difficulty in accepting and absorbing training.

Counselling can also assist trainees to:

1. Adapt to a training situation initially and then accept the work pace and work attitudes employers expect.

2. Overcome feelings of inadequacy and other attitudes which may impair their profiting from training.

3. Learn about the world of work and how to secure jobs which interest them and are, at the same time, appropriate to their ability.

4. Adapt to the conditions in which they will find themselves when working in a different community.

A further area in which counselling can help is in the attitude and problems of the trainee's family as they affect his training, sometimes to the extent of causing him to drop out.

Initial studies of the characteristics of the disadvantaged indicated that many people will have to learn new attitudes to work as well as to study and other forms of self-improvement. To some people, learning these characteristics may be a distasteful prospect regardless of financial or other incentives for learning or working. For the NewStart corporation, this may present its greatest challenge.

Thus, in addition to the development of manual and mental skills, people will be helped to adopt and adapt certain types of work behaviour, and to acquire value patterns consistent with those of successful employees in gainful occupations. It is obvious that these characteristics are neither taught nor learned in a rational way in the same manner as subjects like mathematics or welding. To find out how to develop in trainees new patterns of behaviour it will be necessary to experiment with a number of factors making up the social system of work situations, including:

1. Authority system and forms of control exercised over trainees;

2. Autonomy of trainees within the centre;

3. The nature and extent of interaction between staff and trainees and between trainees;

4. Complexity of roles trainees must play vis-a-vis the various staff members and other trainees, and community members;

5. Reward structures including payment for learning, payment for attendance, penalties for lateness, etc.

It is hypothesized that by varying factors such as the above, it will be possible to duplicate the social demand of various work situations, to which trainees must learn to adjust and to develop attitudes and behaviour patterns which will aid them in securing and retaining employment.

E TRAINING

Training on a full or part-time basis will usually be conducted in the community where the trainees are resident. In some cases, it may extend to other locations where employment opportunities exist.

Curricula will be designed; and specialized teaching methodology and materials will be employed. Experimentation will take place with particular concern for producing newer curricula, methodology and materials. Special efforts will be made to:

1. Measure rate of achievement and length of training to determine if there are certain desirable lengths for curricula.

2. Study class organization and grouping patterns to determine the effects on learning and other behavioral characteristics.

3. Develop curriculum materials which may be especially adaptable to the occupations and populations of the area.

4. Measure the effects of using programmed instruction on selected segments of the student population.

5. Observe, study and demonstrate the effects of selected training techniques and methods and evaluate their effect on training.

The following suggest the kinds of programs which may be offered. Each NewStart corporation is free to select the programs considered most suitable for their areas. The fact that the corporations will be operating in relatively small communities will make their range of programs more manageable.

1. Prevocational Training

This will be directed primarily toward inexperienced, out of school, unemployed younger adults who are unaccustomed to work and who have no idea of an acceptable work pace or performance. They tend to act from expediency in the hope of immediate gain, and are naive and unsophisticated in terms of understanding the world they live in.

Prevocational training will be designed to "season" people to enable them to enter employment or more sophisticated training programs. Special emphasis will be placed on reading, arithmetic, communication skills, listening and understanding, interpreting ideas and developing meanings, etc. The program will provide basic training as a foundation for skill development; develop necessary work habits and skills; and aid in the development of positive concepts about work and employers' demands. The program will permit its participants to explore a variety of occupational fields and will acquaint them with many aspects of community life enabling them to become more effective citizens. It will also provide realistic success experiences which will reinforce interest and development.

2. Occupational Training

This will be directed primarily toward those who have some appreciation of the work pace, performance and behaviour that employers demand.

Improved training methods will be developed which may include programmed instruction, simulation, and various forms of accelerated training. Work experience will be integrated into the program where desirable and feasible.

A variety of training will be developed to teach those skills that are, or are expected to be, in demand.

The occupations in which instruction will be given will be determined largely by the available job opportunities; including the training needs of industries locating in the area under the provisions of the Area Development Act. Training in other occupations, in demand in other parts of the country, may also be provided.

The provisions of the Manpower Mobility Program for aid in relocating persons trained in the latter case will be fully explored. Particular attention will be given to the reasons why people in the area may decline to use such a program or, having migrated, decide to return home.

3. Training On-the-Job

A NewStart corporation will seek opportunities for training on-the-job, particularly in centres experiencing industrial growth, and will experiment with more effective methods of training within industry.

Trainees may be recruited directly for this training or they may first obtain prevocational training provided by the corporation.

4. Management Development

Many farm, fishing, business and cooperative enterprises in designated areas fail or subsist on a marginal basis when they could be successful if they used better management practices. Experimental methods will be used to develop techniques of training people to assist them make their enterprises succeed and grow.

Many communities in these areas must rely to a great extent upon the survival and growth of small enterprises which are usually based on local resources, local people and serve district markets. Most communities have unexploited resources and opportunities for small businesses which could increase employment in the community. Initiative and enterprise can be developed by encouraging and assisting people to analyse opportunities and undertake projects of practical economic value. To this end, courses may be developed to encourage and assist community and business leaders to identify resources and additional economic activities which could provide additional employment.

Just as training and economic criteria should be related, so should training and economic development programs, because they depend on the development of human resources. A method of constructing an economic profile of a pilot project area is designed to provide information that can be used to improve small businesses through changes in the organization of work and the counselling and training of entrepreneurs.

5. Training Allowances

Some people do not pursue training because of insufficient allowances. A NewStart corporation may experiment to a limited extent with training allowances. For example, consideration could be given to the relationship between welfare payments and training allowances. Furthermore, some corporations may experiment with the training of welfare recipients. In the main, most trainees should be paid allowances under the provisions of the OTA, because they will be eligible as "adults" rather than from the budget and resources of the corporation.

IV DESIGN OF THE ACTION RESEARCH SYSTEM

A CRITERIA

The project is experimental in nature, and the evaluation and the cost benefit analysis of each phase is critical to the whole operation. On the basis of such assessments it will be possible to determine the value of the methods and techniques developed and most importantly assess the extent to which they can be replicated economically on a mass basis.

An experimental project must have measurable criteria to assess the extent to which its objectives are achieved. In educational, social and economic experimental programs there is a requirement for intermediate as well as ultimate criteria. The intermediate criteria for the Canada NewStart Program are the percentage of disadvantaged enrolled and maintained in training; per unit of cost; the amount learned; the adoption of program components by other agencies, etc. The ultimate criteria relate to the social and economic intent of the program and must be stated in terms of economic data. These criteria include increasing the earned income per capita in the area and the intervening economic variables which affect it. These measures are to be used by the individual NewStart corporations.

Regular evaluation of the program is essential to learn how the various segments of the program are meeting the goals set for them, to identify new and changing problems which may require program adjustment, and to ensure that the policy and operation of the program are responsive to overall manpower needs.

B THE INTEGRATED ELEMENTS OF THE ACTION RESEARCH SYSTEM

The purpose of any training or education is to change behaviour. The application of modern system theory to the Canada NewStart Program takes advantage of research, application studies, feasibility studies, job analysis, task analysis, behavioural analysis, and many other techniques. Systems theory as a method arose largely from the need for more systematic, logical and integrated approaches to the solutions of the complex problems of behavioural change. It relies upon analytical methods for establishing training objectives, and calls for combinations of instructional media to meet the stated objectives.

These activities require the development of new and different methods and materials. Because of these factors and of their relationships, and because the NewStart program of research and development will affect the lives of people, it should be very carefully designed and logically planned.

A master planning and control management network has been developed by the Technical Support Centre to indicate the activities in the achievement of the program objectives. This network includes subnetworks or logical groupings for each of the following program elements:

a) Design of Action Research Systems
b) Development of Experimental Methods
c) Development of Evaluation Methods
d) Development of Administrative Support
e) Planning, Conduct and Evaluation of Experimentation
f) Applications for Implementation on a Widespread Basis

1. Design of Action Research Systems

Heretofore, action research has had a minimal impact on social policy and programs because adequately conceived efforts have rarely been undertaken and completed.

The complexity of the problems confronting the Canada NewStart Program requires the development of new methods of action research design, so that any impact of changes of program variables on employability or on employment may be detected, identified and measured. This phase will also involve the development of a theory which logically interrelates a set of principles and procedures with the project objectives.

2. Development of Experimental Methods

The variables which will be experimented with to produce changes in employability and employment consist largely of training, counselling, job development and the organization of the NewStart corporations. Changes in behaviour which might be fostered by a training and counselling program may also require changes in income maintenance, health service, business organization and practise, and social organization to support and maintain these changes. Recognizing that community involvement is an integral part of manpower development programs, individual community leaders and community agencies will be involved throughout the program and a measure of their effect will be attempted. Each program variable must be well defined so that it may be used elsewhere if found effective.

3. Development of Evaluation Methods

Methods of evaluation are required to assess each program variable not only "before and after", but also during the experiment to suggest possible changes or improvements. They are required to identify stimuli from several sources in the program or in the community, and to recognize which stimulus should be applied in other experiments.

4. Development of Administrative Support

The establishment of NewStart corporations requires that these new, relatively autonomous organizations develop their own administrative services, including finance and accounting, personnel, purchasing, accommodation and equipment. Some of these, such as personnel (use of indigenous leaders, staff qualifications, staff-trainee ratios, etc.) and accommodation (location, type, etc.) may well also serve as experimental variables. Others (e.g. accounting) will provide evaluation data for cost/benefit analysis. Because of the importance of these activities to the success of the program and because data regarding them must be available in a form that is useful in the evaluation of individual and collective projects, support will be provided by the Technical Support Centre. These support services will assist the project directors in determining and controlling time and costs and thus allow them to devote maximum attention to the management of experimentation.

5. Planning, Conduct and Evaluation of Experimentation

The effectiveness of the projects will depend upon how well their objectives are defined and how program activities are planned and conducted. Methods of program planning, implementation and evaluation by a NewStart corporation will be based upon an analysis of the people and the community. Its problems and opportunities will suggest methods and a sequence of program activities. In experimental or intervention research this phase is critical because of the impossibility of reproducing the same experiment.

6. Applications for Implementation on a Widespread Basis

The purpose of the Canada NewStart Program is to develop methods which may be implemented on a widespread basis. This involves adapting and utilizing the results of experiments to prepare practical methods which are capable of general application.

V THE ROLE OF THE TECHNICAL SUPPORT CENTRE

The Technical Support Centre will assist the NewStart corporations in the following ways:

1. Gather information on existing programs and techniques.
2. Anticipate some of the needs of the NewStart corporations by developing hypotheses, methods and materials for their use.
3. At the request of corporations, develop specific methods and materials for their use.
4. Provide continuing consultation and exchange of information with and between the corporations.
5. Encourage and assist the corporations to experiment with various methods.
6. With assistance of the corporations, design methods of evaluating the program.
7. Collate and evaluate the total program and prepare methods and materials for widespread use.
8. Provide administrative controls to ensure that expenditures are within the limits of the NewStart program.

VI THE END-PRODUCT OF THE PROGRAM

The prime objectives of the Canada NewStart Program are the discovery, invention, validation and utilization of methods of motivating and training disadvantaged adults for stable and rewarding employment. The service functions and project operations are essentially the bases for the creation of data to attain these objectives. Ideally, the project operation should never be a dominant end in itself.

The concept of objectives or end-product should be the focus of the values and goals of the Branch and NewStart corporation staffs. This implies that something specific is to be delivered and is to be applied on a widespread basis following a sequence of activities called a pilot training project. This end-product will be tested, validated knowledge, which will usually take the physical form of reports which provide the bases for widespread application of this knowledge.

This is very significant because:

1. The report is the principle evidence of performance.

2. Numerous aspects of NewStart corporation management activities ought best to be viewed as functions which are supportive of goal achievement and contribute essentially to the preparation of a quality end-product.

3. The report as an end-product is an important facet of the values for which NewStart funds are expended. It is important in the two major areas of cost/benefit analysis and the allocation of priorities.

4. The report contains the validated knowledge which is the goal of the complex project operation and management.

It is suggested that the reports of NewStart corporations should focus on the following five major areas:

1. Report of the project dynamics and its history, as well as significant insights, audits of the services rendered, and case histories.

2. The model and specifications for dealing with a given type of problem, making explicit all the essential services and procedures. This should be technical, to enable a new technology of manpower development to be replicated and applied successfully by others to the solution of the type of problem for which it was found to be valid.

3. An experimental analysis which uses experimental methodology (design, mensuration, etc.) to establish credibility in the judgements of effectiveness and in the empirically tested hypotheses pertinent to the acceptance of a scientifically developed artifact and/or behaviour system.

4. Ancillary studies and the data bank function as a class of end-products should be given prime attention. The NewStart corporations represent the best available sites for the analysis and study of human adjustment, social dynamics and behaviour systems basic to manpower development and utilization. Undoubtedly an analyst will find each project so complex that it provides more studies than he can conceivably handle. There are special problems in this area, but the potential return in terms of applied and basic knowledge is well worth the cost and effort.

5. Cost/benefit analyses in varied forms should, when possible, be a part of the project yield.

The transmission of the results of the program will undoubtedly commence before the termination of the program, and it is envisaged that the publication of reports and the conduct of symposia, demonstrations and conferences on new methods will be held as these new methods are developed and validated. In this way the results of the program will be provided to the educational, training and other authorities concerned, so that they may consider and apply the new methodologies in a progressive manner.

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